COVID-19 HUMANITARIAN GRANT POLICIES AND PROCEDURES

DISASTER RECOVERY DISLOCATED WORKER GRANT
HELPING MISSOURI RECOVER FROM THE COVID-19 PANDEMIC

Missouri Department of Higher Education And Workforce Development

Office of Workforce Development

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Overview

The COVID-19 Humanitarian Grant is a collaborative effort to: (1) provide temporary disaster-relief employment; (2) provide career and training services to workers impacted by the COVID-19 crisis; and (3) provide temporary disaster-relief employment <u>and</u> career and training services. To accomplish this, the following steps will take place in counties identified as most impacted by the COVID-19 crisis in the State:

Track One (Temporary Disaster-Relief Employment)

1. Eligible individuals will be placed into temporary disaster-relief employment opportunities at participating worksites in the designated regions.

Track Two: (Career and Training Services)

1. Eligible individuals will be provided services to include career and training services to assist in reintegrating participants back into the workforce.

Track Three: (Temporary Disaster-Relief Employment and Career and Training Services)

 Eligible individuals will be placed into temporary disaster-relief employment opportunities and receive both career and training services at the same time or after temporary disasterrelief employment has ended.

The COVID-19 Humanitarian Grant is a Disaster Recovery Dislocated Worker Grant (DWG), implemented as a result of the U.S. Department of Health and Human Services' (HHS) public health emergency declaration regarding the COVID-19 crisis. As a result, the U.S Department of Labor Employment and Training Administration (USDOL/ETA) is making disaster recovery grant funds available for states to request in order to aid in the recovery process. Despite the focus of the national health emergency, the grant follows conditions associated with TEGL 12-19 for Disaster Recovery Dislocated Worker Grants, as well as terms and conditions set forth in the grant award.

Manual Intent

The intent of this manual is to provide frontline workforce staff with an in-depth overview of the operational guidelines required for the COVID-19 Humanitarian Grant, including eligibility determination of participants, required case management actions, as well as the general requirements and other responsibilities of all partners involved in the operations of this grant.

Adhering to Grant Policies

All policies outlined in this Manual must be adhered to by the Region(s) participating in the grant, even if local policies contradict certain portions. These policies were defined with local input from previous disaster grants and ensure operations are consistent statewide. The consistency will assist in USDOL, State, and local monitoring processes. This manual provides clear guidelines when providing supportive services and imposes a limitation on funding availability for training.

Performance

Under the COVID-19 Humanitarian Grant, performance is measured against the negotiated FY20 statewide title I WIOA Dislocated Worker performance goals. Each region is expected to meet these statewide measures; local performance measures are expected for regions who have also co-enrolled into their local WIOA dislocated worker program.

Performance will be measured across all performance targets:

- Employment Rate (2nd Quarter after Exit)
- Employment Rate (4th Quarter after Exit)
- Median Earnings
- Credential Rate
- Measurable Skill Gains
- Effectiveness in Serving Employers

Participants who receive only disaster relief employment are not included in the primary indicators of performance unless they receive allowable career and training services through the grant or through co-enrollment in another WIOA program.¹

Participants

Eligible Participants

Individuals eligible to receive services through this grant must be one of the following:

- 1. Individual temporarily or permanently laid off as a consequence of COVID-19;
- 2. Dislocated worker as defined in WIOA Section 3(15);
- 3. Long-term unemployed individual*2; or
- 4. Self-employed individual who became unemployed or significantly underemployed as a result of COVID-19.

*Long-term unemployed is defined as any individual who is:

- Unemployed at time of eligibility determination; and
- Has been unemployed for 15 or more nonconsecutive weeks over the last 26 weeks; and
- Has made specific efforts to find a job.

Or

- Is significantly underemployed** at time of eligibility determination; and
- Has been unemployed for 15 or more nonconsecutive weeks over the last 26 weeks; and
- Has made specific efforts to find a job with self-sustaining wages/hours.

For the intent of this definition, 30 hours or more constitutes a week and does not include individuals who have held part-time jobs on a regular basis during the last 26 weeks.

**Individual being determined as significantly underemployed must meet one of the below categories:

Individual employed less than full-time who is seeking full-time employment;

¹ TEGL 12-19, National Dislocated Worker Grant Program Guidance, Attachment 1, pg. 4.

² OWD Issuance 01-2020, Statewide Long-Term Unemployed Policy

- Individual who is employed in a position that is inadequate with respect to their skills and training;
- Individual who is employed but meets the definition of a low-income individual in WIOA sec. 3(36); and
- Individual who is employed but whose current job earnings are not sufficient compared to their previous job earnings from their previous employment.

Eligibility Documentation

All General Eligibility documentation must be collected following the current Adult/Dislocated Worker Technical Assistance Guidance (TAG) Issuance.

Social Security Number Exception

Per TEGL 23-19, a participant Social Security Number (SSN) must be validated using specific documentation listed in TEGL 23-19, Attachment 2. For the purpose of this DWG, allowable documents to validate a SSN is limited to:

- SSN Card
- Passport
- Military ID
- Other Federal or State ID with SSN

Staff cannot use the list of Missouri accepted documents for participants enrolled in a DWG. This rule goes went effect October 2, 2020 and affects all enrollments performed after.

Documentation for eligibility for the grant is as follows:

1. Temporarily or Permanently Laid Off as a Consequence of COVID-19

An individual who is dislocated because their employment was adversely affected by the COVID-19 disaster is eligible for the grant under <u>category 12</u> on the WIOA Application.

Two documents are required for verification for eligibility under this category. Adequate documentation must clearly show that the individual (1) was employed and (2) is now temporarily or permanently laid off as a consequence of the COVID-19 disaster.

- Allowable documentation for employment can be paystubs or other payroll records; a
 bank statement indicating direct deposit from the most recent employer; and/or a letter
 from the most recent employer. A case note documenting phone verification from the
 employer would also be acceptable.
- Documentation indicating that the layoff was a result of the disaster is collected through the signed "Self Attestation" form.

2. Dislocated Worker

Individuals who meet the definition of a dislocated worker (DW) as defined in WIOA Sec 3(15) must have their eligibility fully documented in either an electronic or hard copy file. Staff must select the appropriate category (category 1 through category 8), on the WIOA Application, for which the individual meets eligibility. Staff are required to co-enroll DW eligible participants into the DW program.

Dislocated Worker categories and their respective eligibility requirements and required documentation can be found in the current OWD Issuance on Adult and Dislocated Worker Eligibility and Documentation Technical Assistance Guidance (OWD Issuance 04-2020).

3. Long-Term Unemployed

For the purpose of the national dislocated worker grants (NDWGs), long-term unemployed is defined by the state. See Missouri's definition under "Participants, Eligible Participants".

Those who meet the definition of long-term unemployed are eligible to participate in the grant under <u>Category 12</u> on the WIOA Application.

A participant can attest that s/he meets the definition of long-term unemployed using the "Self–Attestation" form. The participant must also include employment history for the last seven months on the "Self Attestation" form. Additionally, if s/he has filed a UI claim in the three years prior to the date of eligibility determination, the participant should print proof of the claim from the Division of Employment Security's claim system, UInteract. In all cases, the individual's employment record should be reviewed by staff to ensure that the individual is not a WIOA dislocated worker.

For participants being determined as significantly underemployed, additional documentation must also be collected for the file, per eligibility category listed below.

- Individual employed less than full-time who is seeking full-time employment: "Self Attestation" form only.
- Individual who is employed in a position that is inadequate with respect to their skills and training: "Self Attestation" form and thorough documentation in the electronic case management system showing the higher skills and training either on the profile page, resume, WIOA Application, or documented within case notes.
- Individual who is employed but meets the definition of a low-income individual in WIOA sec. 3(36): "Self Attestation" form and allowable source documentation for low-income status per the Adult and Dislocated Worker Technical Assistance Guide.
- Individual who is employed but whose current job earnings are not sufficient compared
 to their previous job earnings from their previous employment: "Self Attestation" form
 and supporting documentation to document the difference in wages. Appropriate
 documentation could be previous and current check stubs, bank statements to show
 direct deposit differences, or as a last resort, an applicant statement.

If a long-term unemployed individual meets the definition of a Dislocated Worker, the qualifying eligibility is due to the dislocated worker status and the long-term unemployed eligibility criteria should NOT be pursued. In this situation, the "Self-Attestation" form, if already signed, should be updated by drawing a line through the attestation for long-term unemployment, accompanied by the staff's and participant's initials. The correct eligibility status should be documented in case notes.

4. Self Employed Who Became Unemployed or Significantly Underemployed as a Result of COVID-19

A self-employed individual who is now <u>unemployed</u> as a result of the applicable disaster is eligible for the grant as a dislocated worker under <u>category 12</u> on the WIOA Application

Two documents are required for verification for eligibility under either subcategory. Adequate documentation must clearly show that the individual (1) was self-employed and (2) is now unemployed:

- Evidence of self-employment may be provided though a business tax return, or a business license, or any other legal document which shows self-employment and which could be verified by phone.
- Documentation to show temporary or permanent unemployment due to the COVID-19 disaster is provided through the "Self Attestation" form.

Category 12

Category 12: Dislocated Worker Grant (DWG) eligibility: Individual does not meet criteria outlined for Dislocated Workers in categories 1 - 8 above, but is an individual that meets **DWG** eligibility outlined under WIOA Title ID National programs, Sec. 170 National dislocated worker grants, relating to Sec 170(b)(1)(A) workers affected by major economic dislocations OR Sec 170(b)(1)(B) workers affected by an emergency or major disaster.

Every participant determined eligible using the category 12 option in MoJobs will have an additional section appear, labeled **Dislocated Worker Grant Eligibility**. Staff must record which non-Dislocated Worker grant eligibility the participant falls under by marking the appropriate question as "YES".

Dislocated Worker Grant Eligibility Is unemployed the to general economic conditions in the community lived in, or worked in, or related to a military installation realignment: Is unemployed as result of an emergency or major disaster in the community lived in, or worked in: Is considered long term unemployed, as defined by the state in the NDWG grant: Self-employed Individual who became unemployed or significantly underemployed as a result of the emergency or disaster:

Question #1 does not apply to this grant and must not be used.

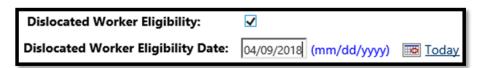
Workers temporarily or permanently dislocated as a result of the disaster, will answer YES to question #2.

Long-term unemployed individuals will answer YES to question #3.

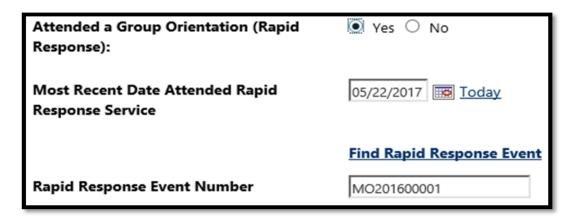
Self-employed individuals who are unemployed or significantly underemployed will answer YES to question #4.

WIOA Application Details

Eligibility for the COVID-19 Humanitarian Grant is recorded in the MoJobs system through the use of the WIOA Dislocated Worker Application.



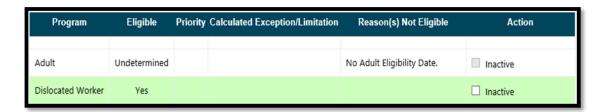
On the Employment Section of the application, staff must ask if the participant has recently been to an Employment Transition Team (ETT) meeting (Missouri's term for Rapid Response), as a result of a company layoff. If so, this information should be recorded on the Employment Tab of the Dislocated Worker application, with the respective employer event number recorded. All fields below must be recorded:



- You can use the 'Find Rapid Response Event' lookup table to search for the
 corresponding Rapid Response Event Number. Use the search field 'Company Name' to
 easily locate the company associated with the individual's layoff. If multiple dates are listed
 for the individual's employer, select the best fit for the separation.
- An individual's most recent Rapid Response service date can be determined by observing
 the date associated with the event number in the look up table <u>or</u> by looking up the
 individual's Case Notes and finding the ETT Meeting Service case note.

NOTE: These details are imperative for Rapid Response reporting for the State of
Missouri, as performance is based upon how many eligible participants are served through
either the WIOA DW, WIOA NDWG, or Trade Adjustment Assistance programs. Any
questions about Rapid Response/Performance Reporting may be directed to:
ETT.DWD@dhewd.mo.gov.

Upon completion of the eligibility application, the system will indicate if all eligibility requirements have been met or why the application does not indicate eligibility for Dislocated Worker.



- o If problems exist, common troubleshooting ideas include issues with the selective service or veteran's information, originally marking the application to save a partial application and the verify documentations have not been recorded, or data entry does not support actual eligibility for the program selected at start.
- The system will indicate a participant is eligible for Dislocated Worker regardless of what category was selected. If a participant is eligible under Category 12, then s/he is not eligible for the WIOA Dislocated Worker (DW) formula program. In these instances, to avoid accidentally enrolling someone into WIOA DW, it is recommended that the DW program be marked as 'Inactive'.



Eligibility Summary (WIOA Application)

On the last section/tab of the WIOA Application, labeled 'Eligibility Summary', staff must record that the participant meets NDWG eligibility and which grant the participant will be participating in.

First, record eligibility for the National Dislocated Worker Grant:



Second, record the grant by adding the "COVID Recovery" grant to the record.

Grant Type	Grant ID	Grant Name	Local Grant Code	Date Added	Action
National DW Grant (NDWG)	56	Trade and Economic Transition	NA		Add
National DW Grant (NDWG)	62	MO Works Together (MO - National Health Emergency DWG)	NA		Add
National DW Grant (NDWG)	97	COVID Recovery	NA		Add

To confirm that the grant code was added, verify that a date is displayed under the 'Date Added' column.

Grant Type	Grant ID	Grant Name	Local Grant Code	Date Added	Action
National DW Grant (NDWG)	97	COVID Recovery	Not Defin	07/07/2020	Remove

Initial Job Center Process

Regardless of point of entry, all potential participants are required to be determined eligible and enrolled through the appropriate Missouri Job Center. The following steps are to be completed as part of this process.

- 1. Participant creates or updates MoJobs profile, to include the <u>General Information</u> and Background sections.
- 2. Participant creates and/or updates MoJobs resume.
- 3. Participant is enrolled into Wagner-Peyser.
- 4. Participant meets with designated grant staff for grant eligibility determination and enrollment.

All grant participants must receive an assessment and employment plan with the exception of participants who are placed into temporary disaster-relief employment only. If a disaster-relief participant is moved into career and training services, an assessment and employment plan are required.

Assessments

Staff must complete an appropriate **assessment** of all participants except those placed into temporary disaster-relief employment only. Assessments must be able to determine a person's barriers to completing activities and what supportive service may be needed. Assessments also help to determine career interests to assist in formulating appropriate employment plan goals and is required for training level services justifications. After completing an assessment, staff must enter the **213-Comprehensive Assessment** service to the participant's record.

The OWD's electronic case management system has a built in assessment, called the Objective Assessment Summary (OAS), which can be used for this piece. The OAS can be found under Staff Profiles \rightarrow Case Management Profile \rightarrow Plan \rightarrow Create Objective Assessment Summary. Other locally used assessments are allowable.

Employment Plans

All participants must have an employment plan (EP) recorded in the MoJobs system except those placed into temporary disaster-relief employment only. An EP is an individualized career service

that the participant and the case manager/career planner develop *jointly*. The EP is an ongoing strategy to identify employment goals, achievement objectives, and the appropriate combination of services necessary to enable a participant to achieve their employment goals. At a minimum, the EP must contain:

- A short-term (training or employment) goal;
- A long-term (employment) goal that clearly documents the career pathway;
- Objectives required to meet the goals listed, and required training components; and
- A justification why the short-term and long-term goals are appropriate for the participant:
 - This must be based on assessment information, an interview with the participant, and skills obtained from previous employment.
 - This must include an explanation of the skills gap that the EP is designed to overcome. Skills gap is defined as the significant gap between the skills required by the employer, and the current capabilities of the applicant.
 - o This must include barriers to employment and/or participant needs, if applicable.

OWD's electronic case management system has a built in EP that staff must use to record the long-term goals, short-term goals, and objectives, as required. The EP can be found under Staff Profiles → Case Management Profile → Plan → Create Individual Employment Plan/Service Strategy.

After completing an employment plan, staff must enter the **205-Development of IEP/ISS** service to the participant's record.

Frontline workforce staff are responsible for updating the EP as necessary, such as when objectives are achieved or supportive services are needed. Such changes are to be made only in conjunction with the participant.

Refer to the Statewide Individual Employment Plan Development Policy and supporting Frequently Asked Questions PDF for further guidance on EP requirements, such as specific requirements addressing short and long-term goals, as well as the required documentation for addressing the identified skills gap.

Equal Opportunity and WIOA Complaint & Grievance Notification

WIOA regulations require that participants receive notification of the right to pursue complaints or grievances related to Equal Opportunity issues or programmatic delivery of programs and services. To ensure that the participant has been properly notified and provided with a copy of his/her rights and responsibilities, OWD requires a signed attestation on all participants, regardless of which track they are receiving services under. Form "EO-15" must be used for this information, marking the participant as a participant in the correct corresponding section. The participant will retain pages 1 and 2, while page 3 is maintained in the participant's file. Refer to the current OWD Issuance regarding EO and WIOA Complaint & Grievance for full guidance.

Case Notes

Mandatory Initial Service Note

All participants are to have the mandatory Initial Service Note at time of enrollment. The Initial Service Note must include information regarding the (1) summary of eligibility, (2) the position the

participant was referred to (if applicable), (3) the plan of activities to be offered, (4) how the plan will be implemented, and (5) the evaluation of services. For additional information on the mandatory initial service note, see OWD Issuance 02-2021: Case Note Policy, or its current version.

Case Note Requirements

Case Notes provide a fact-based description of a participant's interaction with the workforce system. Accurate, adequate, and timely recording of Case Notes is critical to provide quality participant service, track funding costs, and assist in compliance monitoring.

Case Notes should be entered on the date of discussion with the participant or the date services are provided. This real-time data entry allows for continuous and seamless service delivery. If time of day or caseload does not allow for creating a Case Note immediately, it should be completed the next business day, or as soon as possible. Anyone with access to MoJobs can see any note in a participant's file. When writing Case Notes, keep in mind:

- Case Notes are part of the permanent record;
- Monitors and other staff providing services will read Case Notes; and
- The participant (or, in the case of a youth, the guardian) has the right to receive copies of Case Notes.

Remember that any entry made may become public record, so make notes both accurate and able to withstand public scrutiny.

All guidance regarding case notes can be found in the OWD Issuance 02-2021: Case Note Policy, or its most current version. Additionally, OWD has released a Case Note Manual and Frequently Asked Questions sheet to assist with the development of case notes.

Temporary Disaster-Relief Employment

The COVID-19 Humanitarian Grant intends to place individuals into temporary disaster-relief employment to help aid in the recovery of COVID-19. Disaster-relief employment is limited to one of two categories: cleanup activities or humanitarian assistance. Examples of positions include sanitation worker, contact tracer, delivery driver, and healthcare coordinator.

- <u>Cleanup activities:</u> These activities must respond to the impacts of the disaster. They can include cleaning schools or sanitizing quarantine or treatment areas after their use to enable a business or organization to resume operations following COVID-19. Clean-up activities cannot perform regular janitorial duties.
 - O By law, disaster-relief employment activities may only respond to or mitigate the impact of the disaster, which means grantees may not use DWG-funded disaster-relief employees to perform work aimed at preventing future disasters. Preventative measures—setting up quarantines, regular cleaning of buildings—is considered mitigation activities because they avoid the further spread of the virus.³

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³ https://www.dol.gov/agencies/eta/coronavirus#DWG

- Humanitarian assistance activities: These relieve suffering, alleviate suffering, and
 maintain human dignity of people negatively impacted by the COVID-19 disaster by
 providing them with material and logistic assistance. Disaster-relief employees may assist
 in addressing many needs created by this public health emergency and the prolonged
 social isolation that is necessary to curb it. Humanitarian assistance activities include:
 - Delivering medicine, food, or other supplies
 - Contact tracing
 - o Community Health Coordinator duties
 - Healthcare Worker duties

Job Descriptions/Job Orders

Each region will enter a job order for each temporary disaster-relief employment position available in their respective area. Job orders are to be posted under the employer of record's account. These job orders are to be posted internally and not available online to job seekers. This is done to prevent confusion or frustration, since grant eligibility is required for these positions. When entering the job order into the labor exchange system, staff must indicate that the job order information will not be displayed online to job seekers.



Job descriptions must reflect the disaster-related work to be completed at the planned worksite and not "regular" worksite duties. If job descriptions are used from the worksite, the information must be modified to reflect the actual disaster-related duties only.

The rate of pay must be matched with like-employees at the worksite. If the position does not exist at the worksite, local Labor Market Information (LMI) data must be used to determine the wage.

All participants entering temporary disaster-relief employment must be referred to the respective job order and given a job description prior to starting. The job order referral should only be issued to a participant who is qualified to do the work. If the participant is officially hired, the job order referral status must be updated to reflect "Hired".

The easiest way to update the job order referral status is to 1) assist the employer record where the job order is posted, 2) click 'Applicants' 3) check all the applicants that need to be marked as hired, 4) click 'Status' at the bottom of the list, 4) under 'Applicant's Recruitment Stage' select the 'Yes' radio and record the start date in all required fields, 5) click 'Save Status'.

Participant Orientation

Prior to starting temporary disaster-relief employment, individuals must complete a program orientation. At the time of this orientation, the participant should sign the "Participant Orientation" form. The signed original should be kept in the participant file and a copy given to the participant for his/her records.

Participant must also review and sign the "Media Consent" form, the "Emergency Contact" form, and the "Medical Disclaimer" form at this point.

Pre-employment Screenings

The Employer of Record and/or Worksite chosen for this grant may require pre-employment screenings, such as a drug screening or a background check. If such requirements exist, the participant must successfully complete the screenings before employment can begin. If a participant is unable to complete the pre-employment screenings, the participant should be offered to continue grant activities under Track #2 Employment and Training Services.

Worksite Orientation & Policies

The Worksite must give the participant an orientation on worksite policies just as the Worksite would do for any other employee. At a minimum, the worksite orientation must include the elements listed on the "Worksite Orientation" form. In addition, any training required by the Worksite must be provided. If the participant is unable to successfully complete any worksite training requirements or adhere to worksite rules, s/he is terminated from temporary employment. If terminated, career and training services are still available through the COVID-19 Humanitarian Grant.

If the Worksite does not have policies to address certain situations, participants must follow the Employer of Record's policies.

Safety Training

COVID-19 safety training is required for all temporary disaster-relief positions prior to working at the actual worksite. If the Worksite provides any sort of safety training to like employees, then it must also be provided to the temporary disaster-relief employees following the worksite's normal schedule. Completion of safety training should be documented in case notes, indicating the date training was completed.

Duration Limits for Temporary Disaster-Relief Employment Positions

All grant temporary disaster-relief positions have a maximum duration of 2,080 hours or 12 months of employment, whichever occurs first.

Participants will work no less than a "normal week," generally 40 hours, unless there are unforeseen circumstances (i.e. weather) that prohibit working a specific day. Part-time positions are acceptable <u>only</u> if needed by the worksite. Participants may work overtime provided that regular employees of the worksite are <u>also</u> working overtime.

Local Workforce Development Boards (WDBs) must track each participant's employment, to ensure the 12-month duration or the 2,080-hour cap is not exceeded. Regions may find it necessary to establish an earlier cutoff to ensure timesheets are correct and that the maximum

duration is not exceeded. If a participant exceeds the maximum duration due to internal tracking processes, the Region is responsible for paying the additional hours and required to establish a process to prevent future occurrences.

If a participant misses work for an extended period of time at the worksite, the staff should determine (1) the reason for the absence, (2) if supportive services are needed to participate in the grant, and (3) if employment needs to be terminated.

No participant will be allowed to continue temporary disaster-relief employment if s/he is not actively engaged and working on a regular basis. If a participant has not received a service funded by the grant for 90 consecutive calendar days, enrollment in the COVID-19 Humanitarian Grant must be ended.

Wages

Participants in temporary disaster-relief employment will be paid the same wages as employees in like positions at the worksite, commensurate with experience and skills. Raises extended to regular employees must also be extended to grant participants working within the same job class. State Prevailing Wage Law does not apply to the COVID-19 Humanitarian Grant.

Evaluations

An evaluation must be completed on each participant every 90 days during the temporary disaster-relief employment phase of the DWG. The Worksite must provide information on the participant's performance, both positive and negative, in order to track progress. Use the "Evaluation" form to document performance and enter performance into case notes.

Recording Temporary Disaster-Relief Employment Service

Staff must record the <u>330-NDWG Temporary Employment</u> activity the day the participant begins temporary disaster-relief employment.

Worksites

Eligible Counties

Worksites must be located in the geographic area covered by the grant application. Counties designated eligible are all counties in the Central, East Jackson, Jefferson/Franklin, Kansas City and Vicinity, Ozark, SLATE, South Central, Southeast, Southwest, and St. Louis County Regions only.

Each worksite must be documented fully using OWD designated forms. The Worksite Worksheet, Worksite Agreement(s), and Position Description Form(s) must be sent to the OWD Grant Coordinator before participants can be placed at a worksite. Regions are to maintain a file for each worksite established to store other required paperwork as mentioned in this manual.

Worksites were planned for and established during the initial planning stages of this grant. However, LWDBs should regularly assess the disaster relief temporary employment needs in their community and should respond to those needs when possible. New worksites can be established and must be approved by the OWD Grant Coordinator before participants can be placed.

To request to add a new Worksite for the COVID Grant, LWDBs must complete a <u>submission</u> <u>packet</u> and submit it to the OWD Grant Coordinator. The Grant Coordinator will review the items, ask for additional information if needed, and will approve or deny the worksite. The Grant Coordinator will also confirm when participants may be placed into the temporary disaster-relief job.

The submission packet must include:

- 1. Worksite Worksheet for each project and location
- 2. Worksite Agreement for each agency and employer
- 3. A completed Position Description Form for each position

A "New Worksite Submission" checklist is available online to assist with this process.

Equal Opportunity and Complaint & Grievance Notice

Each Worksite being considered for the COVID-19 Humanitarian Grant is to have the Equal Opportunity and Program Complaint and Grievance information presented to them. A signed "EO-15" form must be collected and kept with the appropriate worksite documents. For full guidance, refer to the current OWD Issuance regarding EO and WIOA Complaint & Grievance Notification.

Worksite Supervisor Orientations

To ensure the grant guidelines are followed, staff must provide the worksite supervisor(s) with a worksite orientation delivered in the most efficient manner possible, which may include going to the worksite. At minimum, the information outlined in the "Worksite Supervisor Orientation" must be covered. The worksite supervisor is required to sign the form and must be kept in the worksite file. If the worksite supervisor is a grant participant, a copy of this form must also be kept in the participant's file.

Unions

A "Union Concurrence Statement" must be signed before any worksite can be activated where labor unions are represented.

Worksite Closures

If a worksite is closed for the day due to inclement weather or other unforeseen circumstances, the worksite must follow the same protocol when notifying other employees.

Disciplinary Action

Any required disciplinary action or termination of a temporary disaster-relief employment participant will follow the same rules and guidelines of the Worksite, as these participants are to be treated as other employees. Termination of participants by the Worksite are reported to the "Employer of Record."

All disciplinary action must be documented on the "Evaluation" form. A copy of the "Evaluation" form is given to the Local Workforce Development Board and a copy also kept in the participant's file. If situations should occur where a participant is terminated or receives disciplinary actions, the OWD Grant Coordinator must be apprised of the situation.

First Aid Kit

A first aid kit is required on site, within reach of the participants and not stored away from the actual worksite. If a worksite does not have a transportable first aid kit, the Region may provide such a kit under this grant.

Contracts

All contracts entered into by the WDB and subcontractors must include exit clauses and indemnifications to protect the Regions. In addition, all contracts should be through the grant timeframe or when the funding will be expended, whichever is first.

Accident Reports

In the event that a participant sustains injuries on the job, the law requires that a claim report of the injury be filed. Accidents or injuries should be reported immediately to the worksite supervisor. The worksite supervisor must report the accident or injury to the grant staff so necessary paperwork can be completed. Additionally, staff must also notify the Grant Coordinator at the OWD.

Timesheets

The "Timesheet" form is used to record the days, number of hours worked, and the total amount of time spent on individual projects within each two-week period. The participant and supervisor must sign the timesheet in ink. It is the responsibility of both the participant and the supervisor to make sure the timesheet is submitted to the worksite office on time. Payroll cannot be processed until the signed time sheet is received. In the event that a final timesheet is received with no participant signature, best efforts should be made to contact the participant for signature, documenting such attempts in *MoJobs*. The final time sheet must be paid out by the next payroll period and requires the worksite supervisor's signature, at minimum.

If a worksite is closed for the day due to inclement weather or other unforeseen circumstances, participants who are affected by the closure must record the day on their Timesheet as "Worksite Closed."

Every paycheck must be documented through case notes in *MoJobs*. Documentation must include payroll period, number of hours, gross wages, and number of hours remaining for temporary employment.

Employer of Record

The "Employer of Record" rests with the entity paying the participant wages and will depend on the contractual agreement within the Region. Per TEGL 12-19, there is no limitation on what type of entity may be a worksite employer⁴.

⁴ TEGL 12-19, National Dislocated Worker Grant Program Guidance, Attachment 1, pg. 5.

All participants must complete and provide documentation for the I-9 and W-4. In addition, all participants must be checked through E-Verify before starting work (or within 3 business days of the start date). The Employer of Record must retain all of these forms.

Fringe Benefits

At minimum, each participant employed in temporary employment activities will be covered by Workers' Compensation in accordance with State law through the program funding. Participants shall be provided fringe benefits according to the Employer of Record's employee policy, or temporary employee policy, if applicable.

<u>Unemployment Insurance</u>

For Unemployment Insurance (UI) tax purposes, Missouri governmental entities and entities with 501(c)(3) not-for-profit status, acting as the employer of record, are not required to report the wages of authorized participants in work-relief or work-training programs, *provided* that those programs are assisted or financed *in whole or in part* by a federal, State, or local governmental agency. As such, participants in the COVID-19 Humanitarian Grant will not be covered by unemployment insurance compensation as stated in OWD Issuance 06-2016.

Career & Training Services

The COVID-19 Humanitarian Grant's purpose is to assist Missouri in its recovery from the COVID pandemic. Many Missourians have lost their job either temporarily or permanently and need assistance with returning to work as quickly as possible. Eligible participants can receive both career and training services through this grant; both sets of services should be made available to every participant and delivered according to each individual's need(s).

<u>Career Services</u> are services that aid participants in retaining or obtaining employment. Examples include resume building, in-depth interviewing and evaluation to identify employment barriers, development of employment plans, career planning, job coaching, and job matching services. All services provided must have the respective activity code recorded and a case note must be entered, following applicable OWD Issuances. Regions should enroll eligible participants into the grant even if career services are all that is needed to obtain unsubsidized employment.

<u>Training services</u> will be provided to individuals who need additional training to obtain employment. Effective December 7th, training opportunities may be provided for any occupation, as long as it is in-demand. The occupation must be supported using local labor market information, as stated in OWD Issuance 04-2020. Regions may still target the earlier industries identified, but are not limited to just those industries for training needs.

Training services will be delivered primarily through occupational skills training. However, other training services, such on-the-job training (OJT) or registered apprenticeship (RA) activities, will be allowable based upon each participant's training need. Regions will be required to follow the guidelines listed in the program's respective policies and procedures manual.

Training Eligibility

This grant is funded through Workforce Innovation and Opportunity Act (WIOA) funding; therefore, WIOA criteria apply to training services. Participants eligible for this grant may have training services paid using grant funds. It is possible that additional funding may be needed beyond COVID-19 Humanitarian Grant funds. If this is the case, Regions should tap into other formula funds, depending on eligibility. The long-term unemployed do not qualify for Dislocated Worker funding; therefore, if additional funds are required for these participants, other sources will need to be considered, such as WIOA Adult.

In order to have access to training services, individuals must also be determined eligible for *training services*. Under the WIOA and the implementing regulations, training services may be provided to participants who meet all five training eligibility criteria.

Staff must determine, after an <u>interview</u>, <u>evaluation</u>, or <u>assessment</u>, **and** <u>career planning</u> that the individual:

- Is unlikely, or unable, to obtain or retain employment that leads to economic selfsufficiency or wages comparable to –or higher than- wages from previous employment through career services; and
- Is in need of training services to obtain or retain employment leading to economic self-sufficiency or wages comparable to –or higher than– wages from previous employment; and
- 3. Is in possession of the skills and qualifications to participate successfully in training services; and
- 4. Has selected a program of training services that is directly linked to the employment opportunities in the local area or the planning region, or in another area to which the individual is willing to commute or relocate; *and*
- 5. Is unable to obtain grant assistance from other sources to pay the costs of such training [including such sources as State-funded training funds, Trade Adjustment Assistance, and Federal Pell Grants established under Title IV of the Higher Education Act of 1965] or requires WIOA assistance in addition to other sources of grant assistance (including federal Pell Grants).

All five of these eligibility requirements for training services **must** be met and documented before an individual can receive training services. Staff are to document these requirements in Case Notes in the OWD's statewide electronic case management system, at minimum.

The case file must contain a determination of need for training services as determined through the interview, evaluation, or assessment, and career planning informed by local labor market information and training provider performance information; or through any other career service received. Explanations must include a clear description of the information, such as **Missouri Economic Research and Information Center** (MERIC) or Bureau of Labor Statistics (BLS) labor market information to prove the training chosen by the participant is linked to an employment opportunity.

Training programs must be directly linked to employment opportunities in the local area or in another area in which the participant is willing to relocate. Employment opportunities are to be determined using local labor market information, not state. If an employer agrees to hire the participant, a letter to this affect is acceptable.

Training Limitations

Training provided to grant participants should be short-term in nature as the grant is only "guaranteed" through the date on the approval letter from the USDOL. All training for grant participants paid through the COVID-19 Humanitarian Grant is capped at \$10,000.00 per participant.

Education-Related Expenses

Education-related expenses to enable participants to participate in training are permissible after a needs-based analysis is completed. This could include testing fees, items required for the training program (i.e. stethoscope), etc. Approval for education-related expenses will follow requirements listed in local policy.

Pell Grant

OWD Issuance 18-2016 addresses the "Coordination of Workforce Innovation and Opportunity Act Title I-B Training Funds with Other Available Funding". This Issuance must be adhered to when determining funding amounts, including Supportive Services. If a participant is eligible for Pell Grant, this amount must be applied towards the cost of training. Braiding of all funds are to be clearly documented in the participant's record to understand all sources of funding.

Individual Training Accounts

Training will be paid through the use of individual training accounts (ITA). Regions may use their locally developed ITA forms for this purpose, following the \$10,000 cap and other funding source limitations discussed in this manual.

Eligible Training Provider Requirement

All training providers utilized for training under COVID-19 Humanitarian Grant must be listed on the state's eligible training provider list (ETPL) and approved be by the region before the participant begins training. A copy of this documentation must be kept in the participant's file. The State's ETPL is contained on a searchable database, located at https://scorecard.mo.gov/search.

Labor Market Information

All participants being determined in need of training must be provided with labor market information (LMI) of the desired occupation. After reviewing LMI, staff must record the **107-Provision of Labor Market Information** service to the participant's record.

Training Service

Staff must record the applicable training service in the WIOA Application when a participant begins training. Entering the correct actual begin date and closing the service with the correct actual end date is important for performance reporting and data element validation.

Additionally, the correct training provider must be entered on the service entry, to include the corresponding O*NET code.

Measurable Skill Gains

Measurable skill gains is one of the six core measures tracked and reported to the federal government for WIOA performance purposes. This indicator measures the interim progress of participants enrolled in education and training services for a specified reporting period. This measure is not exit based; it tracks and records progress made throughout participation. Regardless of how many gains a participant actually achieves, only one Measurable Skill Gain (MSG) per participant, per program year, will count towards performance.

TEGL 10-16, Change 1, defines a Measurable Skill Gain as "...documented academic, technical, occupational, or other forms of progress, [toward] such credential or employment."

There are five types of Measurable Skill Gains that the USDOL counts for performance purposes. Depending upon the type of education or training program in which a participant is enrolled, documented progress is defined as one of the following:

- 1. Documented achievement of at least one educational functioning level of a participant who is receiving instruction below the postsecondary education level;
- 2. Documented attainment of a secondary school diploma or its recognized equivalent;
- 3. Secondary or postsecondary transcript or report card for a sufficient number of credit hours that shows a participant is meeting the State unit's academic standards*;
- 4. Satisfactory or better progress report, towards established milestones, such as completion of OJT or completion of one year of an apprenticeship program or similar milestones, from an employer or training provider who is providing training*; or
- 5. Successful passage of an exam that is required for a particular occupation or progress in attaining technical or occupational skills as evidenced by trade-related benchmarks, such as knowledge-based exams*.

If a MSG is achieved, documentation to support the MSG must be obtained for the participant's file and the MSG must be recorded on the WIOA Application, under the Measurable Skills Gain header. See OWD Issuance 04-2020 for allowable source documentation. Any questions on allowable MSGs should be addressed to DWDPolicy@dhewd.mo.gov.

^{*}Denotes which MSGs will be most common under this grant.

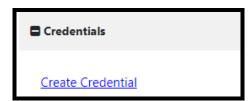


Credential Attainment

Credential attainment is one of the six core measures reported to DOL for WIOA performance. Credential attainment refers to those participants in an education or training program who

- 1. Obtain a "recognized postsecondary credential" while participating in, or within one year after exit from, that program; or
- 2. Obtain a secondary school diploma—or its equivalent—while participating in, or within one year after exit from, that program. Individuals meeting this criteria must also have a successful outcome associated, to be either entered employment or entered postsecondary credential program.

If a participant completes training and earns a credential, documentation to support this credential must be obtained for the participant's file and it must be recorded in the WIOA Application. See OWD Issuance 04-2020 for source documentation required for credential attainment. Any questions on allowable credentials should be addressed to DWDPolicy@dhewd.mo.gov.



Point of Exit

Following the current OWD Issuance for 'Enrollment and Exit', all exit information must be completed according to guidance provided for the case management system. This includes, but is not limited to, entered employment, credential obtainment, and the information below.

Closing Services

All services are to be closed the same day the service has ended. Services are to be closed with the most appropriate outcomes.

Employment Plan Closure

The employment plan is to be updated as progress is made. If the individual has successfully completed all goals and no longer needs job center services, then the EP should be closed.

Recording Grant Outcomes

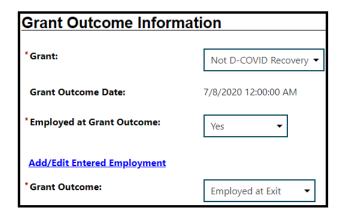
As of November 22, 2021, the case management system was identified to be entering grant outcome date that did not line up with the actual end of services. The Customer Support Unit is currently looking into this. In the meantime, staff are to discontinue using the grant outcome, but will still continue to use the closure field mentioned below.

When a participant has finished grant participation, and all services have been closed, the Grant Outcome must be completed. The Grant Outcome will record basic closure information to include completion information and employment at completion.

To record the Grant Outcome, click the 'Create Grant Outcome', found under the Grant Outcome bar of the WIOA Application.



All fields must be completed, as well as any supporting employment information. To add supporting employment information, click Add/Edit Entered Employment.



Closure Tab

The closure tab must be completed on the record if the individual has been successful in activities and no longer needs job center services. The closure tab cannot be completed until the EP has been closed.

Follow-Up Services

Per TEGL 19-16, follow-up services will be made available to all dislocated worker participants through the WIOA Dislocated Worker program following state and local policies. Project operators will be responsible for providing these follow-up services and documenting services received through OWD's electronic case management system accordingly. Project operators will also be responsible for providing comparable follow-up services and documentation for participants who qualify as long-term unemployed.

Supportive Services

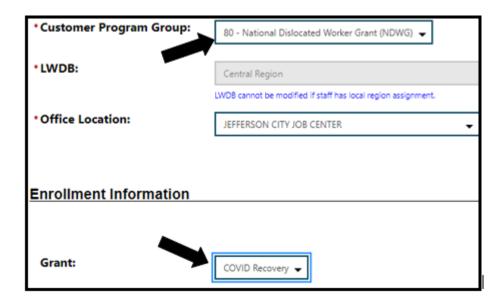
Supportive Services will be an available resource for participants enrolled in both the temporary disaster-relief employment track and career and training services track. Supportive services under the COVID-19 Humanitarian Grant must comply with the LWDB's local supportive service policy.

Recording Grant Services

All services provided to grant participants must be recorded under the WIOA application, tied to the COVID-19 Recovery Grant code. Specific service details are below:

Customer Group: 80-National Dislocated Worker Grant

Grant: COVID-19 Recovery



All required fields must be completed per service code requirements. If there are any questions regarding what fields need to be completed or how to answer, contact the Grant Coordinator.

Case Management System Requirements

Completing entries into *MoJobs* accurately and in "real-time" is necessary for successful local, state, and federal monitoring reviews. In addition, the information contained in this database is essential for the participant's success.

Following are helpful reminders/tips regarding case management entries. Some apply only to this grant, while others are overall program reminders.

- Real-time data entry must be completed.
- An application for Dislocated Worker must be created in order to determine eligibility for the DWG. When the DW application is complete, the system will indicate the person is eligible as a DW, regardless of the correct eligibility status.
 For all grant participants who are not eligible as Dislocated Workers, staff can mark

the DW program as <u>inactive</u> to avoid inadvertently adding services to the DW program.



- All case notes for the grant are to be tied to the WIOA program.
- Case notes must indicate worksite observations or evaluations to ensure the participant is receiving regular contact and assistance from the case manager and the worksite supervisor.
- If a participant is enrolled in the DWG and then determined ineligible due to lack of documentation, the enrollment should be closed as "Did Not Complete," not as "Void."
- Same day services should be opened and closed on the same day it was provided.
- Supportive Service codes are only to be posted on the day the service was paid.

Case Management Guide

A quick-reference guide for what is required of all grant participants is below:

- Completed MoJobs profile, including updated <u>General Information</u> and <u>Background</u> sections.
- Wagner-Peyser enrollment.
- Eligibility documentation.
- NDWG Enrollment.
- Assessment and Employment Plan completed.
- Equal Opportunity and WIOA Complaint and Grievance Notification (Form "EO-15").
- "Participant Orientation" form (for those in temporary disaster-relief employment only).
- "Worksite Orientation" form (for those in temporary disaster-relief employment only).
- Completion of all hiring documentation: W-4, I-9, and E-verify (for those in temporary disaster-relief employment only).
- "Media Consent" form (temporary disaster-relief employment only).
- "Emergency Contact" form (temporary disaster-relief employment only).
- "Medical Disclaimer" form (temporary disaster-relief employment only).
- Proof of other worksite requirements as applicable (background check or drug screening, temporary disaster-relief employment only).
- Referral to applicable grant job order (temporary disaster-relief employment only).
 - Marked as 'Hired" on job order, if hired.
- Completed "Evaluation" form every 90 days (temporary disaster-relief employment only).
- Case notes on each participant, including:
 - Date of any pre-employment screenings, such as drug testing and background check (if applicable).
 - Note: Do not include medical information; only indicate that these requirements were met.
 - Any Supportive Service information.

- All payroll documentation, including total hours worked and totals hours worked to date.
- Training justification for those entering into training services.
- Accurate posting of all applicable Services.
- Co-enrollment into the WIOA DW, if eligible.

Responsibilities

Local Workforce Development Board

The Local WDB, and/or in conjunction with its subcontractor(s), is responsible for administering the grant at the local level.

- Verifying staff are enrolling participants in the DWG and entering services correctly and accurately in MoJobs.
- Retaining all work-related papers and electronic documentation, including the Worksite Worksheets, Worksite Agreements, and Position Description Forms.
- Conducting internal monitoring of 100% of files.
- Verifying adherence to state and local policies.
- Reconciling local records and case management records.
- Verifying only eligible expenses are paid.
- Verifying Supportive Services are paid according to the LWDB's local policy.
- Assessing the need for additional worksites and workers. Requesting new worksites following prescribed procedures.
- Verifying workers are performing grant activities only.
- Entering job orders.
- Providing all Participant and Employer Orientations.
- Providing information to the OWD for all required reports.
- Submitting monthly reports and quarterly narrative reports. (*See details for each below.)
- Directing any programmatic questions not addressed in policy to the OWD Grant Coordinator.

Monitoring & Oversight

Local WDB

Monitoring must be conducted by the Local WDB to ensure that the participants, worksites, and related activities are consistent with the provisions of applicable Federal statutes, regulations, and the terms and conditions of the grant award letter.

The monitoring must include a review of all Local WDB responsibilities listed above. In addition, the on-site monitoring process must include questionnaires and procedures for interviewing participants, the employer of record, the worksite supervisors, and must include on-site visits to worksites. Each review must verify that every worksite is conducting disaster-related work only. The "Worksite On-Site Monitoring" form must be used to conduct monitoring and should be retained locally, not sent to the OWD. Worksite monitoring must begin within two weeks of the first participant beginning employment and conducted monthly thereafter.

If any items are not in compliance at the worksite, the Region must forward this report to the OWD Grant Coordinator and the OWD Regulatory Compliance Unit.

Participant files for the COVID-19 Humanitarian Grant must be monitored at 100% by the Local WDB. Monitoring must start within 30 days of enrollment.

Office of Workforce Development

The OWD Grant Coordinator will perform periodic desktop monitoring of grant participants. Technical assistance and guidance will be provided to the Regions as needs are discovered. Worksite monitoring and programmatic monitoring will also be conducted throughout the lifetime of the grant.

OWD's Regulatory Compliance team will conduct programmatic monitoring on an annual basis and OWD's Financial Team will conduct annual financial monitoring, as well.

Financial

Accruals must be reported on the Contract Progress Report (CPR). Calculating accruals will include contacting vendors who have not submitted invoices to verify what the costs are and/or extrapolating the costs based on the agreement. In addition, the payroll costs must be reported each time. Accrual reporting is required by USDOL, and failure to report accruals could result in the OWD not requesting additional funding in a timely manner.

Regions will not be allowed to borrow or receive funds from other sources to temporarily cover any costs associated with the DWG while waiting for additional funds from the USDOL. As a reminder, all information associated with current expenditures should be up-to-date and reported in a timely manner.

The OWD Financial Unit will conduct monitoring visits annually. Prior to the visit, the Financial Unit will request payroll and other records. If costs not associated with the COVID-19 Humanitarian Grant are identified at that time, they will have to be reallocated to the appropriate funding source and/or repaid to the grant.

USDOL Reports & Grant Modifications

The USDOL requires quarterly financial, performance, and narrative reports. The Regions must report all information required for fiscal expenditures monthly on the CPR in OWD's Financial Reporting System (FRS). All information required for performance reports are collected from participant records in *MoJobs*.

*Regions must also submit a quarterly narrative report to the Grant Coordinator, using the quarterly narrative report template, by the 15th following the end of each quarter. This information is compiled by the Grand Coordinator into a larger report for the USDOL.

The USDOL requires grant modifications for a variety of reasons, such as requesting an extension, modifying the planned activities, and adding a Project Operator. If a modification is

going to be requested, Regions must be able to provide information as quickly and accurately as possible.

Monthly Reports

*The LWDB must submit a monthly report to OWD by the 15th of the month following the end of each calendar month (i.e. August report would be due September 15th).

- 1. In the event program participants have not been served or enrolled at the time of the reporting, the LWDB must provide an explanation and provide Project progress to date. Failure to meet obligations of the Project may result in de-obligation of funds.
- 2. Each report much include, at minimum, the total number of participants who:
 - a. Number enrolled:
 - b. Number enrolled in disaster-relief employment only (as applicable);
 - c. Number enrolled in career and training services only;
 - d. Number enrolled in both disaster-relief employment and career and training services (as applicable);
 - e. Number enrolled in training, per category (Classroom Occupation Skills Training, On-the-Job-Training, and/or Registered Apprenticeship);
 - f. Received supportive services;
 - g. Completed grant services;
 - h. Entered unsubsidized employment; and
 - i. Received a credential or measurable skill gains.
- 3. Reports must be submitted electronically via email to the Grant Coordinator.

Questions

Questions regarding the following topics can be directed to the contact below.

COVID-19 Humanitarian Grant: Grant Coordinator, Donna Brake, Donna.Brake@dhewd.mo.gov.

<u>Eligibility questions for regular Dislocated Worker, Measurable Skill Gains, and Credential Attainment</u>: Regulatory Compliance team at DWDPolicy@dhewd.mo.gov.

<u>Technical Support Questions regarding MOJobs:</u> Customer Support Unit at <u>DWDSupport@dhewd.mo.gov</u>

Related Guidance

OWD Issuances can be found online at https://jobs.mo.gov/dwdissuances. The below list is not an exhaustive list of applicable state policies. All OWD issuances must be followed, regardless of whether or not they are listed below.

06-2016: Exemptions from UI Wage Reporting for Participants

18-2016: Coordination of WIOA Funds with other Available Funding

16-2017: Disseminating Notices for EO Complaints and WIOA Complaints & Grievances

28-2017: Credential Attainment Policy

04-2018: Participant Activity Codes, Durations, & Definitions

20-2019: Statewide Temporary Disaster-Related Dislocated Worker Eligibility Policy

01-2020: Statewide Long-Term Unemployed Policy

03-2020: Statewide On-The-Job Training Policy

04-2020: Adult and Dislocated Worker Eligibility and Documentation Technical Assistance Guide

09-2020: Statewide Individual Employment Plan Policy

01-2021: Measurable Skill Gains Policy

02-2021: Statewide Case Note Policy

08-2021: Enrollment and Exit Policy

14-2021: Wagner-Peyser Documentation Requirements

USDOL Training and Employment Guidance Letters

TRAINING AND EMPLOYMENT GUIDANCE LETTER No. 19-16

TRAINING AND EMPLOYMENT GUIDANCE LETTER No. 10-16, Change 1

TRAINING AND EMPLOYMENT GUIDANCE LETTER No. 12-19

Manuals can be found online at https://jobs.mo.gov/dwdprograms.

Case Notes Manual

OJT Manual

Forms Listing

All forms, with the exception of the EO15 form, can be found at https://jobs.mo.gov/dwdprograms#COVID19NDWG.

Participant Forms

EO and WIOA Complaint & Grievance Notification
Self-Attestation
Temporary Disaster-Relief Employment-Related Forms
New Worksite Submission
Worksite Worksheet
Worksite Agreement
Position Description Form
Participant Orientation
Worksite Orientation
Media Consent
Emergency Contact
Medical Disclaimer
Union Concurrence Statement
Timesheet
Evaluation
Worksite Supervisor Orientation
Worksite On-site Monitoring
Region/WDB Forms
Quarterly Narrative Report